

DRAFT

TO: The Town of Lamoine

FROM: HANCOCK COUNTY PLANNING COMMISSION
395 State Street, Ellsworth, Me 04605
www.hcpcme.org



PROPOSAL FOR COMPREHENSIVE PLAN UPDATE SERVICES

August 8, 2013

AN OVERVIEW

Hancock County Planning Commission (HCPC) is pleased to submit this proposal for comprehensive plan update services. We know Lamoine, Hancock County, and the greater Eastern Maine area very well. This will help us “hit the ground running” with this project. Rather than think of ourselves as consultants we prefer to assume the role of partners with the many groups in town that are active in shaping the town’s future. This means we build on the substantial work done by committees and town departments. This proposal includes suggested tasks for the comprehensive plan committee (CPC) and various committees.

1. APPROACH TO PROJECT

This proposal presents our recommended approach. The HCPC is open to discussing other approaches that the town may want to pursue during the bid interview and contract negotiation phase.

STEP ONE: CITIZEN OUTREACH

The plan would build on recent committee work in the town that has identified priorities in realms such as transportation, public health, harbor management, economic development, and land use ordinance revisions. HCPC proposes the following citizen outreach activities:

1. A Public Opinion Survey: HCPC recommends that the CPC review the survey used in the previous plan and make minor changes to reflect emerging issues. Also, some of the questions pertaining to zoning are no longer relevant and could be removed. Given the goal to have the plan adopted by early 2014, HCPC recommends an on-line survey be initiated immediately to speed the tabulation of responses. Printed copies should also be available. *The town may want to undertake this activity on its own before the signing of a contract whether it chooses the HCPC or some other entity as its consultant. HCPC would assist the town without charge in preparing the on-line document. If the town hires another consultant, HCPC would share the information with that consultant.*
2. Meetings with Committees and Review Existing Reports and Plans: HCPC recommends that the CPC contact the various committees in town to ask what their priorities are for the town. Also, information can be gathered from various committee documents pertaining to waterfront development, healthy communities, bicycle-pedestrian planning, and related topics. This will help identify key issues and opportunities facing the town. Copies of relevant documents that are not already on the town web site should be forwarded to the HCPC.
3. Introductory Visioning Session: HCPC helps the CPC organize a visioning session. Notice of the meeting would be spread using the town’s B-alert system,

social media, posters, and fliers. The session would open with a presentation by the HCPC on the findings of the comprehensive plan public opinion survey. Attendees would be randomly assigned to small discussion groups to participate in facilitated discussions about what they want for the town in the future. HCPC would train CPC members in facilitation and recording techniques. The information gathered would be used to draft a visioning statement that summarizes Lamoine's desired future in terms of economic development, natural and cultural resource conservation, transportation systems, land use, and its role in the region. This preliminary statement would be posted on the town web site, various social media, and reported in the local press. Residents would be asked to submit their comments on the draft vision statement. The CPC would determine if any revisions to the statement are necessary.

4. Report on CPC findings and presentation of preliminary goals and objectives. After completion of the data gathering and analysis phase of the plan, there would be another public outreach meeting. HCPC staff would prepare a presentation on the key issues identified by the CPC and the preliminary goals and objectives. Using the small group discussion format, residents would review and comment on the goals.
5. Public informational meeting on proposed plan: After the plan has been reviewed for consistency with state guidelines and the CPC has made its recommended revisions, there would be an informational public meeting to present the proposed plan. HCPC would be available to attend this meeting. The purpose of this meeting is to determine if any final changes are needed before notice is posted of the formal public hearing.
6. Hold a Public Hearing: State law (30-A MRSA 4325-8) requires that a public hearing be held with 30 days posted notice. The purpose of this hearing is to present the plan that will be submitted to the town council for a vote. If changes are made following the hearing, a second public hearing must be held.

Product: a series of opportunities for public input as the plan is being drafted.

Schedule: for the entire contract period. The CPC would have to determine the best time for the outreach and visioning meetings (evenings or weekends).

STEP TWO: DATA GATHERING AND ANALYSIS OF CONDITIONS AND TRENDS

HCPC would prepare drafts of the various chapters, which would consist of tables and a written narrative. Where applicable, comparisons would be made to the previous plan. Chapters would be submitted at least a week ahead of the scheduled meeting for review and comment by the CPC. HCPC would attend the meeting and revise the chapters per the CPC's instructions. When necessary, HCPC would help the CPC draft compromise language.

1. Population: HCPC would gather data on demographic changes that have occurred since the last update was prepared. This would include total population, estimated breakdown by age group, median age, income statistics, educational attainment, and other demographic indicators, including population projections. The trends in Lamoine would be compared to other nearby service centers and Hancock County.
2. Economy: The HCPC would gather data on employment trends, breakdown of the labor force by sector, commuting data, and unemployment rates. These data would be supplemented by data provided by the town on major employers, issues faced by local businesses, and availability of vacant land zoned for business development in terms of total vacant acres, access to utilities, and size of individual lots.
3. Housing: HCPC would compile data that identified the changes in the Lamoine housing market since the last update was prepared. These would include the total number of dwelling units, affordability, and estimated breakdown of year-round and seasonal units. It should be noted that U.S. Census data on housing gathered in 2010 are more limited than those available in 2000. These data would be supplemented by any data available from the town on housing conditions. Dwelling unit projections would be made.
4. Transportation: Data would be gathered on transportation needs facing Lamoine. These would include issues pertaining to state highways, bicycle and pedestrian facilities, parking, public transit, access management, and road design standards. The focus would be on issues that have emerged since the last update to the plan. Town input would be needed on the location, adequacy, and overall condition of roads, bridges, sidewalks, and bicycle facilities.
5. Public Services and Facilities: HCPC would provide data collection forms for use by the various departments and services in identifying their current and future needs. HCPC would draft an analysis based on these data. The departments would review their respective sections before they were submitted for review by the CPC for its review. This section should identify major public service and facility needs.
6. Recreation: This section would assess the adequacy of existing recreational and cultural facilities and programs in Lamoine. HCPC would distribute a form to gather the basic data needed. The chapter would build on the thorough inventory included in the last comprehensive plan update. Open space preservation, public access to water bodies, and recreational trails would also be addressed. HCPC would prepare a narrative on the status of recreational services and facilities.
7. Water Resources: This section would identify threats to surface and groundwater quality (both point and non-point sources). The adequacy of groundwater supplies would be reviewed and any known problems with private wells noted. The status of all public water systems (including those serving transient accommodations and restaurants not connected to the municipal system) would be noted. There would also be a discussion of non-regulatory measures used to protect water quality. Town public works practices

(such as culvert design, salt/sand pile storage, and street sweeping) that affect water quality would be reviewed.

8. Marine Resources: Here again, HCPC would distribute a data collection form to help the town identify critical marine resource issues. This section would discuss threats to marine water quality and the status of fisheries resources. The condition of water-dependent uses would be reviewed as would the adequacy of current measures to protect these uses. Harbor management issues would be addressed and the overall adequacy of public access to salt water would be evaluated. This would include an analysis of parking, docking facilities, and boating services such as pump-out stations. Both long and short-term needs of the waterfront should be identified here.
9. Critical Natural Resources: This section would present an overview of natural resources in Lamoine. One significant change since the last comprehensive plan update was done is that the Maine Department of Inland Fisheries and Wildlife now has more detailed natural resource mapping data. These data would be added to the analysis. There would also be an evaluation of the adequacy of current natural resource protection measures (both regulatory and non-regulatory).
10. Agricultural and Forestry Resources: Information would be presented on the acreage of land held in farm and open space and tree growth taxation and changes in enrollment since the last plan update. There would be a description of any farming and forestry activities such as street tree programs, community gardens, farmer's market, or community forests.
11. Historical and Archaeological Resources: Changes in historical and archaeological resources since the last plan was prepared would be discussed. There would be an update on protective measures for historic and archaeological resources and a discussion of threats to these resources. Any significant historic resources that have fallen into disrepair would be identified. Key historical and pre-historical sites and buildings would be identified.
12. Existing Land Use: This section would discuss recent changes in land use patterns. A data collection form would be distributed to the town. Data would include the extent to which recent development has occurred lot-by-lot rather than in subdivisions and where in town most development has taken place. There would be an analysis of the land development challenges faced by different parts of town. The effectiveness of current land use regulations would be assessed. There would be a summary of current lot dimensional standards.

Estimates would be made of the acreage of land that would be needed for development in the next ten years. Data would also be collected on the estimated acreage of land with development constraints such as steep slopes, wetlands, and properties placed under conservation easements. If available, data would be presented on the acreage of impervious surface.

13. Fiscal Capacity and Capital Investment Plan: This section would focus on overall revenue and expenditure trends. This would include changes in the tax base and the impacts of tax-exempt properties, LD 1, and tax-incentive programs. The capital investment plan would list the key capital investments (e.g. , roads, schools, sewer and water facilities, public buildings, and waterfront improvements) anticipated over the next ten years and identify their funding sources.
14. Key Issues and Findings: The key issues identified in each individual chapter would be summarized here. The issues most effectively addressed on a regional level would be discussed.

Products: a draft copy of an analysis of conditions and trends consisting of both narratives and maps.

Schedule: June 2013 – October 2013

STEP THREE: GOALS, OBJECTIVES, POLICIES, AND STRATEGIES

HCPC would prepare draft goals and objectives for review by the CPC as well as specific policies and strategies. The strategies would indicate the party responsible for the action and the timeframe. It is important that this section undergo intensive review by the CPC and others involved in drafting the plan to assure that it reflects town priorities and needs.

Product: a draft set of goals, objectives, policies, and strategies.

Schedule: November 2013 – February 2014

STEP FOUR: FUTURE LAND USE PLAN

The HCPC would work with the CPC to draft a future land use (FLU) plan that reflects the desired future growth pattern of Lamoine. It would reflect land constraints, location of public facilities, roads, and location of existing development. It would build on the FLU prepared for the last plan. At a minimum, it would indicate how the majority of future growth would be encouraged in certain parts of town while other areas would remain relatively rural. Further breakdown of rural areas (e.g. , vulnerable natural resources, lake watershed and aquifer protection, and remote forested land) may also be considered. Similarly, the growth areas may be divided according to their density. This may include, but not be limited to, the current zoning designations of Commercial 1-3, Industrial, Village, and the Downtown.

The HCPC would help the CPC determine if any zoning changes are needed. It would also review non-regulatory techniques that shape growth such as sewer and water line extensions, road investments, and clean-up of underutilized parcels to make them more attractive for development. Any town plans to acquire conservation easements would be noted. The FLU would also include an evaluation method. For example, the FLU might be evaluated by the counting the number of dwelling units built in rural areas compared to growth areas. If the majority of units were built in the growth area, this would indicate that the plan is meeting its goals.

Product: A narrative describing the proposed future land use plan and a map showing recommended growth and rural areas of various intensities

Schedule: January – February 2014

STEP FIVE: SUBMISSION OF PLAN FOR STATE REVIEW AND, IF NECESSARY, FOLLOW-UP REVISIONS

HCPC would prepare the comprehensive plan submission forms used by the Maine Department of Agriculture, Forestry, and Conservation (DAFC, the department that now houses the comprehensive plan review functions previously handled by the State Planning Office). This would initiate the state review process. This review determines if the plan is consistent with the requirements of the Growth Management Act. If the DAFC review indicates that changes are necessary, HCPC would draft proposed changes to the plan and submit these to the town. HCPC staff would serve as a “go between” for the town and DAFC in finding language acceptable to both parties.

Products: submission forms, proposed language changes, and correspondence with state agencies.

Schedule: February – March 2014

OTHER SERVICES

HCPC can be flexible in providing other services. Two examples are cited below:

- a. Mapping - Given the considerable mapping capability in the Lamoine municipal office, HCPC is prepared to create or assist the town office in creating the core maps required for this comprehensive plan:
 1. Base Map
 2. Soil Suitability for Low Density Development
 3. Water, Marine, and Natural Resources
 4. Transportation facilities
 5. Existing Zoning
 6. Proposed Future Land Use

Additional maps may include, but not be limited to:

1. Water and sewer lines
2. Detailed topographic maps of the coastal area employing LIDAR data
3. Storm-surge infrastructure vulnerabilities

All maps will be prepared in interactive digital format as well as large, color print format. The town will be provided with all new data created in the process in ArcGIS-compatible formats.

- b. Internet and Social Media Presence

HCPC maintains a web-page for all Lamoine related projects at www.hcpcme.org/Lamoine. We will coordinate public outreach with the CPC, posting documents, maps and event announcements on our website and promoting public participation through social media announcements. HCPC will work with the Lamoine web site coordinator to maintain links.

c. Post-contract services

Through its technical assistance contracts with the Maine Department Transportation and the Maine Coastal Program, HCPC can provide additional assistance without charge in areas where it can bill its time to these and other state agencies. Staff is available to answer follow-up questions and modify maps.

2. AVAILABILITY, CREDENTIALS AND EXPERIENCE

a. Availability

HCPC's anticipated work load for the 2013-2014 fiscal year allows time for the staff to complete this work. To expedite matters, HCPC recommends that the CPC meet twice monthly and schedule additional meetings when needed. Given the desired completion date of early 2014, the CPC may want to designate subcommittees to address certain tasks. Possible subcommittees could include public services, resources, economic development, and housing. To facilitate prompt completion, a standard chapter format and writing style would be used.

b. Credentials

HCPC staff qualifications are summarized in Appendix 1. The agency offers a dedicated and knowledgeable team. HCPC executive director Thomas E. Martin, AICP would be the lead planner in this project. He has a Master of Community Planning degree and has drafted approximately 40 comprehensive plans since 1979. His comprehensive plan experience ranges from the fast-growing outer suburbs of Boston in southern New Hampshire to the remote town of Allagash in Maine's St. John Valley. He has served as executive director of the Hancock County Planning Commission since 1990 and knows the county and its towns very well.

James H. Fisher, AICP, Ph.D. would be responsible for production of the GIS layers, web site postings, and the posting of the on-line public opinion survey. Dr. Fisher would also contribute his transportation expertise. He has been on the HCPC staff since 1999. He has worked with communities in a variety of development initiatives, particularly related to local infrastructure needs, transportation, geographic information systems, tourism, sustainable development and health. His projects include numerous transportation corridor management plans, feasibility studies, trails plans, marketing plans and related print and web-based communications.

Administrative Assistant/Planning Technician Sheri Walsh would serve in several roles. She would be responsible for organizing any mailings. She would also prepare citizen outreach meeting packets, and proofread draft documents.

The HCPC staff credentials go far beyond education and comprehensive plan experience. HCPC

also offers an in-depth knowledge of Lamoine and the greater region. Through studies such as the Lamoine Bay Healthy Communities Needs Assessment, the Penobscot Narrows Plan, the Penobscot River Corridor Management Plan, and our work with Downeast Transportation, Inc., we are familiar with the town. In addition to these broader studies, we have concrete, on-the-street exposure to the town through conducting CDBG household income surveys. We have drafted comprehensive plans for the adjoining towns of Verona Island and Orland and are aware of the interplay among Lamoine and its neighbors.

We have been pleased to have been partners with the town over the years as it diversified its economy and made the transition from being a mill town to a town with a mill. The town has served as an inspiration of the “can do” spirit and serves as an example for other towns. Working with Lamoine is a professionally rewarded.

c. Experience

As mentioned above, HCPC staff has prepared approximately 40 comprehensive plans. Twenty-two of these plans were prepared per the requirements of Maine’s Growth Management Act. We understand the state requirements and have a track record of effective negotiation with state agency staff in striking a balance between municipal and state viewpoints.

3. SAMPLES OF COMPREHENSIVE PLANS

The following on-line links to plans are presented as examples of the diversity of our work. Hard copies are available on request:

- a. Ellsworth: (2004), a a service center community:
<http://www.hpcme.org/ellsworth/EllsworthComprehensivePlan1104.pdf>
- b. Winter Harbor: (2004) a smaller town facing population loss:
<http://www.hpcme.org/winterharbor/winterharborcompplan092204.pdf>
- c. Cranberry Isles: (2010) a town consisting of five islands with no bridge connections:
http://www.hpcme.org/cranberryisles/CI_comp_plan071910.pdf
- d. Tremont: (2011) a town with an aging population and high housing prices:
http://www.hpcme.org/cranberryisles/CI_comp_plan071910.pdf

4. DETAILED COST ESTIMATE

The following is the preliminary cost estimate for the comprehensive plan update. It assumes that the town will primarily depend on an on-line public opinion survey and be active participants in the data collection as outlined in step two. Apart from the printing of the requested copies of the plan, most documents would be transmitted electronically via e-mail. HCPC is open to discussing other options for services. Lamoine presently has a highly qualified professional planner on staff who, workload permitting, could assume some of the work proposed for completion by HCPC.

TASK	COST
Step 1: Citizen Outreach	\$1,000
Step 2: Data Gathering and Analysis of Trends	\$5,000
Step 3: Goals, Objectives, Policies, and Strategies	\$2,000
Step 4: Future Land Use Plan	\$1,000
Step 5: Submission for State Review and Follow-Up Revisions	\$2,000
Other Tasks	
Mapping and web postings	\$500
Printing 20 copies	\$250
Materials & Supplies	\$55
Mileage	\$200
Total	\$12,005

5. TIMELINE

The preliminary timeline is presented below. It assumes that the town will have initiated citizen outreach activities by the anticipated contract signing date of June 3, 2013. If the town feels this schedule is too rushed, it can be adjusted.

	2013-2014											
Tasks	Jun	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	April	May
Contract signing	X											
Citizen Outreach	x-----			-----			-----				-----x	
Data collection and analysis	x-----			-----x								
Goals, objectives, policies, and Implementation					x-----		-----x					
Future Land Use Plan				x			-----x					
State submission and follow-up revisions							-		x-----		-----x	
Vote of adoption												X

APPENDIX 1:

AGENCY QUALIFICATIONS STATEMENT